

## Message Text

UNCLASSIFIED

PAGE 01 MANAMA 00990 01 OF 04 300637Z  
ACTION NEA-10

INFO OCT-01 ISO-00 /011 W  
-----120097 300736Z /23R

R 290505Z APR 78  
FM AMEMBASSY MANAMA  
TO SECSTATE WASHDC 6106

UNCLAS SECTION 1 OF 4 MANAMA 0990

E.O. 11652: N/A  
TAGS: OGEN AFSP AMGT BA  
SUBJECT: SUBMISSION OF SUMMARY EVALUATION OF GOALS/  
OBJECTIVES AND RESOURCE MANAGEMENT OF OTHER AGENCIES  
AT MANAMA (ZBB SUBMISSION)

REF: STATE 63477 AND 82415

1) MANAMA'S ZBB SUBMISSION FOLLOWS.

2) FORM ZBB-1: EMBASSY MANAMA, BAHRAIN

A) TOTAL U.S. PERSONNEL - 11

B) TOTAL FSL - 11

C) CURRENT LEVEL TOTAL PERSONNEL RESOURCES AT MANAMA - 22

D) PACKAGE ONE (90 PERCENT OF CURRENT LEVEL) - 20

E) PACKAGE TWO (100 PERCENT OF CURRENT LEVEL ) - 22

3) FORM ZBB - 2: PACKAGE WORKSHEET FOR MANAMA

ZERO-BASE BUDGETTING FY-1980 PERSONNEL RESOURCES WORKSHEET

	FY - 1978			PACKAGE ONE		
	AMER.		AMER.	AMER.		AMER.
FUNCTION	OFF.	STAFF	FSL	OFF.	STAFF	FSL
EXEC/POL	1	1	1	1		
ECON/COMML	2		2	2		2
CONS	1	2	1			2
ADMIN	3	3	7	2	3	6

TOTAL THIS

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PACKAGE 7 4 11 6 4 10

PACKAGE TWO

EXEC/POL	1	1			
ECON/COMML	2		2		
CONS	1	2			
ADMIN	3	3	7		

TOTAL THIS

PACKAGE 7 4 11

CUMULATIVE

TOTAL 7 4 11

4) IN THIS AND THE OTHER PACKAGE PRESENTED. THIS SMALL POST IS TREATD AS A SINGLE ORGANIZATIONAL UNIT. THERE IS NO DCM, NO POL OFFICER. OUR REDUCTION TO THE 90 PERCENT RESOURCE LEVEL HAS BEEN TAKEN IN THE ADMINISTRATIVE AREA, AND THE RESULTING DISCUSSION IS BASED ON THE IMPACT THIS WOULD HAVE ON ALL OTHER AREAS.

5) FORM ZBB-3:

(I) DECISION UNIT: BAHRAIN

(II) PACKAGE ONE OF TWO

(III) ACTIVITY DESCRIPTION:

WE HAVE SELECTED 90 PERCENT OF OUR CURRENT LEVEL AS THE ABSOLUTE MINIMUM LEVEL AT WHICH THE EMBASSY COULD EFFECTIVELY PURSUE U.S. AGREED GOALS AND OBJECTIVES IN BAHRAIN AND CARRY OUT MOST BUT NOT ALL OFHFXOSE ACTIVITIES ESSENTIAL TO OPERATION OF A U.S. EMBASSY . THIS LEVEL OF STAFFING SUPPOSES THE ELIMINATION OF ONE AMERICAN AND ONE LOCAL POSITION IN ADMINISTRATION, WITH NO STAFFING CHANGES IN OTHER STATE DEPARTMENTAL FUNCTIONAL OFFICES. ESSENTIAL POLICY FORMULATION, DIRECTPFN, AND MISSION MANAGEMENT GUIDAN E WOULD CONTINUE BASICALLY UNCHANGES, BUT THE REDUCTION IN ADMINISTRATIVE SUPPORT UNCLASSIFIED

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CAPABILITIES SHOULD REDUCE DAY-TO-DAY OPERATING EFFICIENCY,

RESPONSIVENESS TO WASHINGTON TASKING, AND STAFF MORALE. SOHMM LARGE-SCALE REPRESENTATIONAL ACTIVITIES MIGHT HAVE TO BE CURTAILED., COMMERCIAL AND TRADE DELEGATIONS, AS WELC AS OTHER OFFICIAL VISITORS, WOULD RECEIVE REDUCED SUPPORT. OR NONE AT ALL IN SOME CASES, AND CONSULAR RESPONSIVENESS TO PUBLIC DEMANDS FOR SERVICES WOULD BE SLOWED TO A SIGNIFICANT DEGREE. ADMINISTRATIVE SUPPORT SERVICES FOR OTHER AGENCIES AT POST WOULD BE SHARPLY CURTAILED OR ELIMINATED, PARTICULARLY IN THE HANDLING OF FISCAL SERVICES AND RESIDENTIAL MAINTENANCE. CUSTOMS CLEARANCES SERVICES WOULD HAVE TO BEHUT TO A CONTRACTOR (PAST EXPERIENCE HAS SHOWN THAT CE COST OF THIS CONTRACT WOULD BE ABOUT TWICE THE COST OF THE EMPLOYEE).

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ACTION NEA-10

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FM AMEMBASSY MANAMA

TO SECSTATE WASHDC 6107

UNCLAS SECTION 2 OF 4 MANAMA 0990

MANAGEMENT OF STATE FUNDS WOULD SUFFER THROUGH LACK OF TIME FOR CLOSE AMERICAN SUPERVISION, WITH INEVITABLE IMPACT ON SOME MISSION PROGRAMS, SUCH AS CERP AND INR PUBLICATIONS PROCUREMENT, TRAVEL AND MAINTENANCE.

(THIS PACKAGE ASSUMED THE EXPECTED INSTALLATION OF TERP EQUIPMENT BEGINNING FY-1980 BUT DOES NOT ACCOUNT FOR THE LIKELIHOOD THAT THE EMBASSY WILL BE IN THE PROCESS OF BUILDING A NEW CHANCERY, STAFF APARTMENTS AND OFFICER RESIDENCES.)

(IV) RESOURCES REQUIREMENTS:

(THIS CUMULATIVE PACKAGE ONLY)

	FY-78	FY--79	FY-80
U.S. OFFICERS	7	7	6
U S. STAFF	4	4	4
FSL'S	11	11	10

(V) IMPACT ON CURRENT U S POLICY GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES

ESSENTIAL STATE DEPARTMENT ACTIVITIES WOULD CONTINUE WITH MINIMAL VISABLE IMPACT, THOUGH WITH GREATLY INCREASED PAID AND UNPAID OVERTIME. EFFICIENCY WOULD BE REDUCED AND SOME SUPPORT ACTIVITIES ELIMINATED. CONSULAR SERVICES AND ECONOMIC/COMMERCIAL SERVICES WOULD FEEL THE PINCH OF DELAYS IN OBTAINING ESSENTIAL SUPPLIES AND SERVICES AND IN THE ABILITY TO SUPPORT SUCH ACTIVITIES AS TRADE MISSIONS, NARCOTICS CONTROL LIAISON AND OTHER WASHINGTON-TASKED LIAISON FUNCTIONS. MOST NOTABLY THE ELIMINATION OF FAAS SERVICES FOR OTHER AGENCIES WOULD INHIBIT THEIR ABILITY TO OPERATE EFFECTIVELY

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IN BAHRAIN ICA WOULD BE MOST AFFECTED. ALL OFFICES WOULD EXPERIENCE DELAYS IN THE ORDERING AND DELIVERY OF NEW EQUIPMENT AND SUPPLIES AND THE COST OF THE EMPLOYEE PRESENTLY ON THE ROLLS. DELAYS IN THE ARRIVAL/DEPARTURE AND UNPACKING/PACKING OF PERSONAL EFFECTS WOULD REDUCE EMPLOYEE MORALE. THE REDUCED STAFF'S ABILITY TO MANAGE THE BUDGETARY FUNCTION WOULD REQUIRE THE QUARTERLY

TDY ASSISTANCE OF A QUALIFIED BUDGET AND MANAGEMENT OFFICER TO OVERSEE FUNDS MANAGEMENT.

6) (I) DECISION UNIT: BAHRAIN

(II) PACKAGE TWO OF TWO

(III) ACTIVITY DESCRIPTION:

AT THIS LEVEL, THE EMBASSY WOULD CONTINUE AT ITS PRESENT COMPLEMENT WHICH ALREADY INCLUDES 30 HOURS PAID AND 30 HOURS UNPAID OVERTIME PER PAY PERIOD FOR AMERICAN EMPLOYEES. GIVEN CURRENT TRENDS IN INFLATION OF TELEGRAPHIC TRAFFIC, ADMINISTRATIVE AND CONSULAR TASKS, AND ALL REPORTING REQUIREMENTS, HOLDING THE STAFFING STATIC WHILE INCREASING THE WORKLOAD WOULD REQUIRE YET MORE OVERTIME AND SUBSTANTIAL REDUCTIONS IN SUPPORT FOR OFFICIAL VISITORS AND THE RESPONSE TO ADMINISTRATIVE NEEDS OF RESIDENT STAFF, IN ORDER TO CONTINUE TO ACCOMPLISH AGREED POLICY GOALS AND OBJECTIVES.

(IV) RESOURCE REQUIREMENTS:

(THIS CUMULATIVE PACKAGE ONLY)

	FY-78	FY-79	FY-80
U.S. OFFICERS	7	7	7
U.S. STAFF	4	4	4
FSL'S	11	11	11

(V) IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES

AND ESSENTIAL ACTIVITIES

THE RETENTION OF CURRENT STAFFING LEVELS WOULD REQUIRE MUCH MORE CLOSELY MANAGED EMBASSY RESOURCES DUE TO EVER-INCREASING TASKS IN ALMOST ALL AREAS OF EMBASSY ACTIVITY.

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EVENTUALLY SOME PROGRAMS WOULD HAVE TO BE CURTAILED AND GOALS ADJUSTED. BASIC POLICY OBJECTIVES COULD REMAIN IMMUNE FROM THIS TREND FOR SEVERAL YEARS SO LONG AS REDUCED ADMINISTRATIVE EFFICIENCY, INCLUDING PROMPT RESPONSES TO REPORTING REQUIREMENTS SUCH AS THIS ONE, WERE ACCEPTED AS GIVEN BY THE DEPARTMENT.

7) THE EXTREMELY HIGH COSTS OF PERSONNEL SUPPORT AND MAINTENANCE AND REPAIR OF EQUIPMENT PLACE A HEAVY BURDEN ON MANAMA'S BUDGET. MANY WORTHWHILE PROGRAMS, SUCH AS CONSULAR AUTOMATION,

COMMERCIAL LIBRARY EXPANSION, ADHERENCE TO THE CAPITAL-GOODS REPLACEMENT SCHEDULE, CANNOT NOW BE PURSUED TO ANY SIGNIFICANT EXTENT DUE TO THE VERY HIGH COSTS OF RENT, SCHOOLING AND EQUIPMENT MAINTENANCE. THE EMBASSY ALREADY RELIES ON, AND RELIED ON WASHINGTON KNOWLEDGE OF, MAJOR ECONOMIC/FINANCIAL EVENTS IN THE AREA WHICH ARE FULLY AND ADEQUATELY COVERED BY THE MANY REGIONAL BUSINESS PUBLICATIONS. WE DO NOT TRY TO COVER NOR TO DUPLICATE THEIR EFFORTS EXCEPT IN CASES WHERE "OUTSIDE" INFORMATION IS BOTH AVAILABLE TO US AND LIKELY TO

ENHANCE THE OPPORTUNITIES AND PROSPECTS OF THE AMERICAN  
PRIVATE SECTOR.

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ACTION NEA-10

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R 290505Z APR 78  
FM AMEMBASSY MANAMA  
TO SECSTATE WSSHDC 6108

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MANAMA'S BUDGET IS ALMOST 40 PERCENT DEVOTED TO SHORT-TERM RENTAL PAYMENTS, IN EXCESS OF A QUARTER OF A MILLION DOLLARS AT PRESENT EXCHANGE RATES. COUPLED WITH THIS IS A CONTINUING HIGH UPKEEP COST. STRUCTURES HERE WERE CONSTRUCTED WITH SUB-STANDARD TECHNIQUES A DECADE OR SO AGO AND THE EFFECTS ARE NOW BEING FELT. THE EXTREMELY HOT AND HUMID CLIMATE COUPLED WITH THE HIGH SALINITY OF THE SOIL AND WATER COMBINE TO DETERIORATE DWELLINGS AND EQUIPMENT ALIKE. AIR CONDITIONERS LABOR WITHOUT RESPIRE NINE OR MORE MONTHS OF THE YEAR. ALL ELECTRICAL EQUIPMENT IS SUBJECT TO THE ABUSE OF POWER FAILURES AND SURGES AND INCOMPETENT REPAIR MEN. COSTS FOR REPAIRS AND REPLACEMENT ARE INORDINATELY HIGH BY AMERICAN STANDARDS. MANAMA'S RELATIVE ISOLATION ALSO REQUIRES HIGH FREIGHT PAYMENTS - FREQUENTLY 100-120 PERCENT OF THE ACQUISITION COST OF THE ITEM. OTHER PROGRAMS AT POST ARE OF MODEST SIZE INDEED COMPARED TO THESE ADMINISTRATIVE COSTS. BY WAY OF COMPARISON, THE REPRESENTATION ALLOWANCE FOR THE ENTIRE POST FOR FY-1978 IS 40 PERCENT LESS THAN THE COST OF THE FREIGHT ALONE FOR THE ECONOMIC/COMMERCIAL OFFICER'S NEW FURNITURE.

8) REDUCING FUNDING TO THESE FOUR KEY EXPENSES AREAS - RENTS MAINTENANCE, EQUIPMENT REPLACEMENT, AND FREIGHT - IS POSSIBLE FOR ONLY THE SHORT TERM AND WILL BE DONE THIS COMING YEAR. LOCAL RENTS HAVE SETTLED SOMEWHAT AND THE EMBASSY HAS ACTIVELY FOLLOWED A POLICY OF RENEWING LEASES AT LOWER PRICES OR DROPPING  
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HIGHER COST LEASES IN FAVOR OF MORE REASONABLE ONES. SEVERAL NEW SETS OF FURNITURE HAVE RECENTLY ARRIVED AT POST AND REPLACEMENTS SHOULD NOT BE REQUIRED FOR THE COMING FISCAL YEAR, CUTTING ACQUISITION COSTS AND FREIGHT. THE NEED TO REPLACE SOME MAJOR APPLIANCES AND EQUIPMENT WILL CONTINUE BUT OVERALL FY-79 EXPENSES IN THESE FOUR AREAS SHOULD BE SOME 25 PERCENT LESS THAN THE CURRENT FISCAL YEAR. HOWEVER, THERE ARE CERTAIN BASIC COSTS OF DOING BUSINESS IN THIS PART OF THE WORLD AND "PENNY WISE - POUND FOOLISH" CUTS IN SPENDING WOULD BACKFIRE IN SEVERELY CRIPPLING THE MISSION'S PURSUIT OF ITS GOALS AND OBJECTIVES. FY-80 AND FY-81 WILL AGAIN BE "NORMAL" YEARS, WITH MUCH FURNITURE AND EQUIPMENT DUE FOR REPLACEMENT AND A SIGNIFICANT PORTION OF EMBASSY LEASES UP FOR RENEWAL. PLACING PERSONNEL IN SUBSTANDARD HOUSING OR FAILING TO MAINTAIN EXISTING STANDARDS AND CONTINUING TO USE FURNITURE OR EQUIPMENT BEYOND ITS USEFUL, ECONOMICAL LIFE, ULTIMATELY RESULT IN LOWERED MORALE AND VASTLY HIGHER MAINTENANCE AND REPAIR COSTS. POST EXPERIENCE INDICATES THAT CURRENT OPERATING LEVELS ARE MINIMAL OR, IN THE CASE OF EQUIPMENT REPLACEMENT, LESS THAN MINIMAL.

9) CONTINUING TO OPERATE AT PRESENT BUDGETARY LEVELS IN TERMS OF REAL (CONSTANT) DOLLARS IS BARELY ACCEPTABLE. HOUSING STANDARDS, MAINTENANCE, ETC., CAN BE ADEQUATELY MAINTAINED, BUT BUDGET CONSTRATINTS HAVE FORCED THE POST TO POSTPONE ACQUISITION OF MANY MAJOR APPLIANCES UNDER ITS PERIODIC REPLACEMENT SCHEDULE. THESE MACHINES ARE NOW BEYOND THEIR ECONOMICAL REPAIR POINT AND SHOULD BE REPLACED.

10) THE LONG-TERM SOLUTION FOR SIGNIFICANT OUTLAYS FOR RENT AND MAINTENANCE IS CAPITAL INVESTMENT IN AT LEAST 1.75 ACRES OF NEW LAND AND THE CONSTRUCTION OF A NEW CHANCERY, STAFF APARTMENT STRUCTURE, AND SENIOR OFFICER DWELLINGS (INCLUDING UNCLASSIFIED

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AN AMBASSADOR'S RESIDENCE) TO UNITED STATES STANDARDS, WITH STANDARD COMPONENTS AND FITTINGS. ALSO, SECURITY SERVICES COULD BE CENTRALIZED, AND SCATTERED ADMINISTRATIVE OPERATIONS CONSOLIDATED. -(AN OUTLAY OF SIX TO TEN MILLION DOLLARS WOULD BE REQUIRED.)

11) PART II: CHIEF OF MISSION'S EVALUATION OF GOALS, OBJECTIVES, AND RESOURCE MANAGEMENT OF ALL AGENCIES WITH PERSONNEL SUBJECT TO HIS SUPERVISION, COORDINATION AND DIRECTION. ICA, PEACE CORPS AND TWO AID PROGRAMS, ONE A REGIONAL OFFICE, MAKE UP NON-STATE ACTIVITIES SUBJECT TO MY AUTHORITY.

ICA, AT OR VERY NEAR ITS PRESENT LEVEL OF RESOURCES, IS  
ESSENTIAL TO THE SUCCESSFUL PURSUIT OF AGREED POLICY GOALS  
AND OBJECTIVES IN BAHRAIN. ICA'S OWN PRIORITIES, AND ITS  
PLANNED TACTICS FOR FULFILLING THEM, ARE FULLY MESHED WITH  
THOSE OF THE MISSION AS A WHOLE.

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ACTION NEA-10

INFO OCT-01 ISO-00 /011 W  
-----111585 300734Z /23R  
R 290505Z APR 78  
FM AMEMBASSY MANAMA  
TO SECSTATE WASHDC 6109

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PEACE CORPS/BAHRAIN ALREADY IS UNIQUE IN PEACE CORPS  
ANNALS: IT IS THE FIRST COUNTRY FROM WHICH PEACE CORPS HAS  
WITHDRAWN VOLUNTARILY. THE PEEIE CORPS PHASE-OUT, WHICH WILL  
BE COMPLETE<sup>07</sup>, JUNE 1979, HAD MY FULL CONCURRENCE AND THE  
RATIONALE FOR IT WAS FULLY UNDERSTOOD AND ACCEPTED BY THE  
GOVERNMENT OF BAHRAIN. PHASE-OUT WILL NOT HINDER PURSUIT  
OF OUR POLICY GOALS IN BAHRAIN.

ONE OF THE TWO AID PROGRAMS, THE PROVISION OF TEN ADVISORS  
ON A PARTIALLY REIMBURSABLE BASIS, WILL BE COMPLETED DURING  
FY-80 AND THE BILATERAL AGREEMENT ON WHICH IT IS BASED WILL  
NOT BE RENEWED. AID/W HAS AGREED, AT LEAST INFORMALLY, WITH  
THIS POSITION AND THE GOVERNMENT OF BAHRAIN UNDERSTANDS THAT  
THE AGREEMENT WAS A ONE-TIME ARRANGEMENT DESIGNED TO TIDE IT  
OVER, IN A SENSE, UNTIL IT DEVELOPED ITS OWN CHANNELS THROUGH  
WHICH TO ACQUIRE AMERICAN EXPERTISE. THESE CHANNELS ARE  
NOW WELL DEVELOPED.

THE REGIONAL AID ATTACHE POSITION, AND THE SECRETARIAL  
POSITION WHICH SUPPORTS IT, WAS DESIGNED TO SPUR FULLY  
REIMBURSABLE DEVELOPMENT ASSISTANCE PROGRAMS, HOPEFULLY  
WITH A VIEW TO ENHANCING AMERICAN PRIVATE SECTOR OPPORTUNITIES  
IN KUWAIT, BAHRAIN, QATAR, THE UNITED ARAB EMIRATES AND OMAN.  
MY JUDGEMENT AND THAT OF TWO OF THE OTHER FOUR CONCERNED CHIEFS  
OF MISSION IS THAT THESE POSITIONS ARE NOT NEEDED. THE  
FOURTH CONSIDERS THEM OF SOME VALUE, PERHAPS BASED IN  
WASHINGTON, AND THE FIFTH SEES CONSIDERABLE MERIT IN THEM  
AS FIELD POSITIONS. IT IS MY UNDERSTANDING THAT AT THIS  
WRITING THE FUTURE OF THESE POSITIONS AS FIELD POSITIONS IS

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BEING REVIEWED BY THE DEPARTMENT AND AID/W. AS FAR AS BAHRAIN  
ITSELF IS CONCERNED, THESE TWO AID POSITIONS COULD BE ABOLISHED  
WITH NO IMPACT WHATEVER ON THE SUCCESSFUL PURSUIT OF AGREED  
GOALS AND OBJECTIVES.

12) NOTE: THIS SUBMISSION WAS CAREFULLY REVIEWED IN DRAFT  
BY THE AMBASSADOR PRIOR TO DEPARTURE ON LEAVE. PARA 11  
IS HIS DRAFT.  
POWERS

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## Message Attributes

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**TAGS:** OGEN, AFSP, AMGT, BA  
**To:** STATE  
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